

5.0 Local Mitigation Planning Coordination

The State Mitigation plan in order to give a true picture of what hazards are of the greatest concerns of the residents of the state, the local jurisdiction and the state agencies must include data that can be taken from plans developed on a local level. Therefore, one of the most important elements of this plan is that data. And, although it exists and in some instances is readily available, it is not in a consistent format that can be readily adapted for state use. Data concerning risk and vulnerability assessment is developed or reproduced for no less than three plans just for the purposes of emergency management activities. This duplication of efforts often falls into the capable hands of the local EMA director.

The Mitigation Section and IDHS are committed to developing a means to coordinate local planning efforts. This will not only involve the development of local mitigation plans, but also prevent some of that duplication.

5.1 Local Funding and Technical Assistance

Indiana Mitigation Section sees its role and the role of other state agencies as a resource to provide technical assistance to local jurisdictions in the development of their plans. IDHS Mitigation Section and the other state agencies have the technical expertise and data to provide to local jurisdictions to make the mitigation planning process much easier. The Mitigation Section with the assistance of Rose-Hulman engineering students did a vulnerability study of critical facilities in Vigo County. Purdue University Civil Engineering School has been approached to do a similar seismic survey of critical facilities in five southwest counties. *Additionally, the Mid America Earthquake (MAE) Center is working with the Earthquake program to complete a strategic plan for earthquake response which will include a vulnerability assessment.*

IDHS not only provides technical assistance in the form of planning workshops. The Mitigation Section has also funded HAZUS-MH classes on an ongoing basis to assist in the development of a risk assessment which is so crucial to the mitigation plan. These classes are offered in multiple locations in the state on a regular basis. Additionally, classes in ArcGIS are offered to give locals the basic tool to navigate through GIS applications.

IDHS provided HAZUS-MH training, acquired an up to date earthquake risk/soil map for the entire state, and procured an on line mitigation planning tool to assist in the development of local and state mitigation plans. The combination of state and grant funding will assist in the acquisition and integration of better local and state data for not only HAZUS – MH but also other GIS and data sets.

IDHS, with the Polis Center of Indiana University, applied for and was awarded a grant to fund additional county plans, a state risk assessment and to establish a

network of technical experts. The network would be made up of state agencies and university personnel who would be able to assist local jurisdictions in risk assessment, plan development, project identification and implementation. Once established, this network will be maintained as a source of information and expertise that all local jurisdictions could access to provide necessary technical knowledge or skills as needed for planning purposes.

During the past three years the Indiana Department of Homeland Security has secured grant funding for mitigation plan development in 87 of the 92 counties. Two counties pursued contracting plan development on their own leaving 3 counties without funding to date. The Mitigation Section has however put plans in place to secure funding for these three counties through Hazard Mitigation Grant Program funding from the most recent two disasters.

The Department of Homeland Security has worked closely with the counties in their planning efforts. Mitigation Section Staff members have worked with the regional planning commissions, the county EMA Directors, the POLIS Center and Christopher Burke and Associates to coordinate the plan writing processes and to assure that lessons learned from the evaluation of earlier plans are passed along for those currently in the plan development process. By using this feedback loop the plans are easier for the region to approve since they use a similar format, but yet maintain the individuality of each jurisdiction. Section Staff have tried to attend at least one planning meeting for each county and have provided encouragement and guidance via telephone and email as well. Additionally, the POLIS Center has established a bulletin board for those communities working on their plans to all documents to be shared and for a quicker feedback loop without the delays of downloading documents, etc.

To date Indiana has applied for and received four Pre-Disaster Mitigation Grants for Planning. These grants address the greatest majority of the planning efforts that are completed and ongoing in the state. PDM 02-(6 counties); PDMC 03-(Region 15 4 counties plus Adams and Allen Counties); PDMC 05 Boundary Rivers Planning effort (29 counties) plus Noble, Steuben, DeKalb, Hancock Counties and the Cities of Dyer and Hammond; PDMC 07-Northern Prairies (19 Counties) and Central Farmlands (14 counties). With the exception of the PDMC07 grants, all of the plans under the PDM/PDMC funding are either in development or have been submitted to FEMA Region V for review. The other counties have been funded under FMA and HMGP planning grants throughout the last 4 years.

5.2 Local Plan Integration

As discussed in the Risk Assessment portion of this plan the integration of information contained in local mitigation plans is of significant importance to the

Mitigation Section. However, it is important to receive this information in a timely manner and in a consistent format and one that is adaptable to state use for the purpose of mitigation planning.

The integration of local plan data into the state plan, including risk and vulnerability assessment data, loss estimates, capability assessments, and mitigation actions and projects, will be an ongoing process.

The Polis Center acts as the repository of local plan data and as the local plans are approved, collected data is incorporated in the data base. A representative of the Polis Center also sits on the Planning Team and is charged with communicating to the team the aggregated information from completed local plans. The information is particularly important in identifying trends that may be occurring statewide. Where problems are identified that are widespread, these would need to be integrated in the State Plan. Also important is the identification of an unusual risk that may be a developing problem.

The State Plan can also be useful in highlighting local plans that serve as good models to assist other jurisdictions as they develop their plans. Among the Indiana local plans approved to date, there are several good examples illustrating how specific local risk can be well analyzed and addressed. The following plans are good models responding respectively to earthquake, flood and tornado risk.

In recognition of its high vulnerability to earthquake risk, Vanderburgh County has pursued an aggressive mitigation action plan. Early on, the County reached out to neighboring counties to create the Southwest Indiana Disaster Resistant Committee. Working within this coalition, the County actively lobbied for the statewide adoption of the International Building and International Residential Building Code. Owing in part to their efforts, the Codes have been adopted and now function to mitigate earthquake damage for communities and citizens across the State.

The counties in the Maumee River Basin have united to form the Maumee River Basin Commission. Their work addresses flood risk as a major threat and the counties have responded accordingly. At this time, four of the counties (DeKalb, Wells, Allen and Adams) have approved hazard mitigation plans. As a result of careful planning, grant assistance has been successfully garnered for extensive acquisition of flood prone properties. In the city of Decatur, for example, major flood damage has been essentially eliminated.

Hamilton County's recently approved plan addresses the significant tornado risk faced by Central Indiana "Ring Counties." The County is experiencing rapid growth increasing the risk of tornado damage. The County Plan emphasizes the importance of public education, sheltering, particularly in public buildings, and the development of improved warning systems.

At this writing, ten multi-jurisdiction county plans have been approved and adopted; eight have met FEMA requirements and will be approved following adoption by each of the participating jurisdictions. Two single jurisdiction plans have been approved; two have met FEMA requirements and will be approved following adoption by the communities.

All approved plans result in a series of proposed projects and actions. Summaries of these local action plans are included in Appendix 5. These summaries provide an excellent overview of the developing hazard mitigation activities across the State.

For the current update of the plan, the Indiana Department of Homeland Security included data from local planning efforts in which the staff participated, from plans that were approved by FEMA and from the participation by Polis Center staff members on the state plan update team. The role of the Polis staff was to assure that the local plan information was reflected in the statewide hazard and risk analysis as well as assuring inclusion of local priority projects and goals in the statewide projects and goals. For example, the 2006 Flood Risk Assessment (Appendix 6) and other HAZUS flood hazard runs provided by the Polis staff were utilized in the formation of local plans both completed and under development. This system seems to work very well and it is our intention to utilize it again in the 2011 revisions.

The state of Indiana will be linking local plan information to the state plan using two approaches: 1) integration of information upon submission of the plan for FEMA review and approval, 2) inclusion of members of the planning team from POLIS Center and the regional planning districts in the state plan update process.

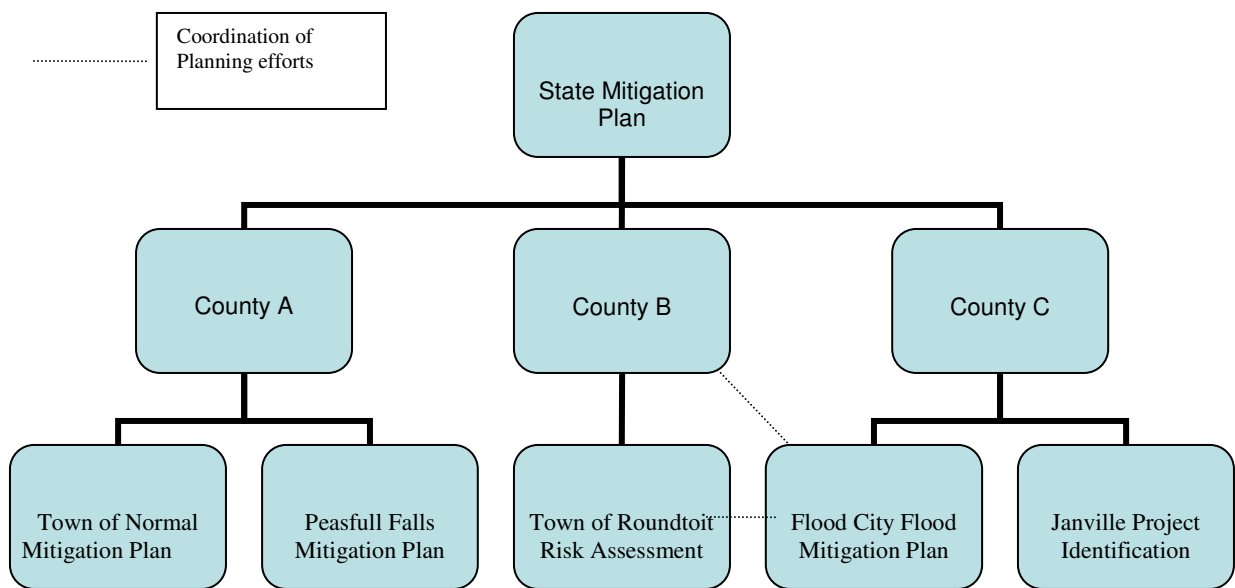
5.2.1 Process used to analyze the information from the local risk assessments

All local plans as well as the state plan used one source for the risk assessment development. The POLIS Center incorporates all the known facilities, documented hazards and records of such events and checks the information with the local authorities to confirm accuracy of the information. Then using county assessor's data as well as the most up to date version of HAZUS-MH the POLIS Center analyzes the various hazards and the risks they pose to the community. A number of scenarios are run to assure that the community gets the best picture of the risks posed by each hazard depending upon the location of the impact. The risk data is reviewed by the local planning participants as well as authorities for a second sanity check.

At the state level, the first drafts of the plans are reviewed as part of the planning team review of the plan. At this time, we do not have staff time to review the drafts more than once before submission to FEMA for final review and approval. IDHS is investigating the hiring of a full time planner to assist in the review of

local plans and the updating of the state's plan. One of the checks during the review is a review of the risk assessment to assure that all factors and risks are taken into consideration before forwarding the entire plan to FEMA. The POLIS Center staff diligently communicates unusual situations or risks, hazards, etc., with the state Hazard Mitigation Staff to assure any issues can be addressed early in the process.

However for the purpose of the state plan, local plans provide a source of local critical facilities, economic factors and building and infrastructure exposure. Additionally IDHS incorporates types of projects proposed in the plans in setting our mitigation activities and goals. IDHS also uses local ranking of projects to set funding priorities for projects. The hope is in doing so; the plan limits the political and emotional factors in prioritizing of the overall goals and projects and rather develops a more statewide, cost effective determination in setting priorities.



Flow chart of multi-jurisdiction plan, and the incorporation of local plans to the State Mitigation Plan, and local coordination in the planning process.

The County plans are set up as multi-jurisdictional plans which allow the communities with in each county to develop a separate plan or a portion of a plan that can be merged into a County Plan, and whose data can be brought into the State plan. By funding planning on a regional basis, where multiple counties are in the planning process, local planning teams are encouraged to work with other teams that share a particular risk, such as a river basin. The state is in the beginning stages of developing a project database which will allow us to better track types of projects, proposed projects, funded projects and completed projects. The Enhanced Plan will be developed utilizing this process to easily

allow comments from locals, other agencies and the public while the plan is being developed.

5.2.2 Local Plan Review and Approval Process

All local mitigation plans are submitted to the IDHS Mitigation Section. The SHMO will review the draft document and provide feedback to the local communities to ensure compliance with the 44 CFR 201.6 criteria. *As stated earlier this normally is done at the first draft stage. However, some plans are submitted in the final draft stage to the state at which time, the mitigation staff reviews the crosswalk.* The State will submit the Plans to FEMA for final approval. When the State receives notification of the approval from FEMA, the State informs the local jurisdictions in writing of the approval, when the update of the plan should be conducted and the procedures that should be followed during the update process.

The mitigation section hopes to add a full time planner to the staff to allow greater participation by the state in the local planning efforts. The planner will can devote a significant part of their time to the review of the drafts of local plans, and thereby expedite the approval process.

5.3 Prioritizing Local Assistance

Outside of the requirements of any grant or funding that IDHS receives for the purpose of local planning, the prioritizing for receiving funding will be decided by the IHMC or if so tasked, the State Hazard Mitigation Officer. In past practices, local need and the availability of funding have been the determining factors in designating a county for funding. Additionally, communities which have been determined to be small and impoverished also receive first consideration. Those communities having targeted properties under the Severe Repetitive Loss Program will receive priority funding.

With the adoption of the Disaster Mitigation Act of 2000 and the requirement for planning for mitigation project funding, the emphasis has been placed on counties that were part of the declarations, have projects identified for funding, and have the greatest need for outside funding. Through various FEMA funding sources the State of Indiana has secured funding for the development of county plans. Within the next three years the IDHS anticipates that 90 of the 92 counties will have completed the planning process and will have FEMA approved plans in place.

The State of Indiana intends on continuing to use the past prioritization scheme for the prioritization of future local assistance. The funding prioritization will be based upon availability of funding, financial status of the community (small and impoverished communities have priority), repetitive loss status, and lastly federal

mandates. Properties that meet the criteria of the Severe Repetitive Loss (SRL) program and the communities with the greatest number of these properties will be the focus of the state's planning and mitigation activities. The SRL group consists of any NFIP insured property that has met at least one of the following paid flood loss criteria since 1978, regardless of ownership:

1. Four or more separate claim payments of more than \$5,000 each (including building and contents payments); or
2. Two or more separate claim payments (building payments only) where the total of the payments exceeds the current market value of the property.

In either case, two of the claim payments must have occurred within 10 years of each other. Multiple losses at the same location within 10 *days* of each other are counted as one loss, with the payment amounts added together. The loss history includes all ownership of the property since 1978 or since the building's construction if built after 1978. Severe repetitive loss properties with renewal dates of January 1, 2007, and later will be afforded coverage (new business or renewal) only through the SDF.

Late in 2007, the mitigation section developed a policy memorandum on priority of funding for flood mitigation projects. This policy was necessitated as a result of the number of residences that were proposed for acquisition due to restrictions or prohibition on reconstruction. This policy memorandum is part of our state administrative plan. The state administrative plan is included in **Appendix V**.

Indiana's County Plan Status, 2008

Legend

Plan Status

- Completed Under Review
- FEMA Approved
- Grant Application Submitted
- Grant Application To Be Submitted
- Ongoing Planning Efforts

03/2008

For non-planning grants, acquisitions, retrofits, etc., the prioritization criteria will be as outlined in the State of Indiana Hazard Mitigation Program Administrative Plan as follows:

MINIMUM PROJECT ELIGIBILITY CRITERIA as outlined in 44CFR;

To be eligible for the All Mitigation Grant Programs, a project must:

1. Be in conformance with the Hazard Mitigation Plan developed as a requirement of Section 322;
2. Have a beneficial impact upon the designated disaster area, whether or not located in the designated area;
3. Solve a problem independently or constitute a functional portion of a solution where there is assurance that the project as a whole will be completed. Projects that merely identify or analyze hazards or problems are not eligible.
4. Be cost-effective and substantially reduce the risk of future damage, hardship, loss, or suffering resulting from a major disaster. The grantee must demonstrate this by documenting that the project;
 - a. Addresses a problem that has been repetitive, or a problem that poses a significant risk if left unsolved.
 - b. Will not cost more than the anticipated value of the reduction in both direct damages and subsequent negative impacts to the area if future disasters were to occur. Both costs and benefits will be computed on a net value basis.
 - c. Has been determined to be the most practical, effective, and environmentally sound alternative after consideration of a range of options.
 - d. Contributes, to the extent practicable, to a long-term solution to the problem it is intended to address.
 - e. Considers long-term changes to the areas and entities it protects, and has manageable future maintenance and modification requirements.

ADDITIONAL STATE CRITERIA

In addition to the above criteria, the state may consider other factors when evaluating potential Section 404 and other mitigation projects. These may include, but are not limited to, the following;

1. Geographic dispersion of projects.
2. Projected cost of a project.
3. A project's contribution to providing protection from flooding, as opposed to other types of disasters.
4. Addresses a problem that if left unattended would leave residents in a life threatening situation would lead to undue economic hardship on the community.
5. Repetitive Loss Properties for acquisition projects.
6. Additional criteria can be set by the SHMO with the approval of the Mitigation Council as funding and program guidelines may dictate.

Currently, the state has prioritized projects by hazard. Additionally, as more local plans are received and approved the state staff will use local priorities to improve the states prioritization of projects. These priorities will change as major disasters and damages occur in the state and these priorities should be adaptable to these factors.

Local priorities -- As Established by Local Planning Efforts to date.

1. Public Outreach and Education
2. Warning Systems – Including Outdoor Warning Sirens and NWS Weather Alert Radios
3. Hardening Critical Infrastructure
4. Acquisition of Flood prone Structures